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2	Mr. [Redacted]	3/3/69		
3	Mr. Goffey			
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Ref: My memorandum to you of 10 January 1969.				
Attached is a copy of Dr. [Redacted] more comprehensive analysis of the questionnaire administered during the Agency's review and evaluation of career trainee systems.				
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JOB-RELATED ATTITUDES OF NEW CIA EMPLOYEES, PART II:
GOVERNMENT-WIDE AND INTRA-AGENCY COMPARISONS



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Office of Medical Services
Assessment and Evaluation Staff
February, 1969

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SUMMARY

This report was based on the results of an attitude questionnaire completed anonymously by 300 young CIA professionals in conjunction with the President's Program for Talented Youth in the Federal Service. A previous paper ("Job-Related Attitudes of New CIA Employees", AES Report dated November, 1968), provided a detailed analysis of the job-related attitudes of this total group of 300; the purposes of the present paper were: (1) to compare the job-related attitudes of young CIA professionals with those of young professionals elsewhere in the Federal Government; (2) to compare the attitudes of CIA Career Trainees with those of young Agency professionals not in the Career Training Program; and (3) to analyze the narrative comments which were produced in response to two open-ended job attitude questions.

Generally, it was found that CIA professionals view their jobs in much the same light as do other government professionals -- on approximately four-fifths of the attitude questionnaire's items, no differences emerged. Those few areas where the CIA group did express somewhat more positive attitudes toward their present jobs than did the Federal Government group included training, physical surroundings and working conditions, importance of their organization's goals, the way their organization is run, and their agency's rules and regulations. Conversely, young CIA professionals expressed more pessimism concerning their prospects for promotion than did young professionals elsewhere in government. As for future occupational plans, over three times as many CIA employees as other government employees intend to stay with their Agency (47 to 13%).

Comparisons between the job attitudes and satisfaction of Agency CTs and non-CTs revealed that the CT group tended to express the more favorable or positive sentiments. Job areas in which the attitudes of CTs were decidedly

more favorable than those of non-CTs included opportunities for advancement, intrinsic aspects of the work itself, and overall job satisfaction. Finally, CTs were far more likely than non-CTs (71 to 35%) to indicate that their long-range career plans were to stay with the CIA.

The open-ended invitations to spell out additional reasons for job satisfaction and dissatisfaction, and to offer suggestions for change, produced over 500 comments, a large majority of which were negative (83%). In general, non-CTs made a larger proportion of negative comments than did CTs. Although relatively few specific suggestions for changes were made, a large number of negative feelings were registered toward training, the work itself, opportunities for advancement, the Agency's treatment of young employees, and personnel and placement policies within the Agency. The overall picture that emerged from the analysis of those open-ended questions should not be viewed, however, in isolation from the considerably more positive picture which emerged from the analysis of the objective, multiple-choice attitude survey items; unlike the open-ended questions, each of the multiple-choice questions was responded to by the entire sample of 300. Proper perspective and emphasis is best achieved by integrating the data from both of these types of attitude questions.

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INTRODUCTION

The purpose of this paper was threefold: (1) to compare the job-related attitudes of young CIA professionals with the attitudes of young professionals elsewhere in the Federal Government; (2) to compare the attitudes of CIA Career Trainees with those of young Agency professionals not in the Career Training Program (non-CTs); and (3) to analyze the narrative comments which were produced in response to two open-ended questions in the attitude survey.

Background

The basis for this study was an attitude questionnaire completed anonymously by 300 young CIA professionals as part of the President's Program for Talented Youth in the Federal Service. (This program was initiated by President Johnson to improve the development of new career employees and to insure that they have the opportunity to participate fully in the work of their agencies.) The questionnaire was designed to allow new career employees to express their feelings about their jobs, their work environment, the training they have received, and to suggest ways of bringing about a greater sense of personal involvement in the work of their agencies. For purposes of this study, new career employees included in the CIA sample were defined as, and restricted to, those individuals who 1) entered on duty between 1 July 1967 and 30 June 1968; 2) were under age 30 when they entered their jobs; and 3) whose entry-level position (GS-05, or equivalent or higher) required at least a bachelor's degree.

In order to make comparisons between the attitudes of young professionals in the CIA and those elsewhere in government, results from this questionnaire

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were obtained from the Civil Service Commission on 2882 Federal employees from 47 Federal agencies in the Metropolitan Washington area. These non-CIA Federal employees met the same requirements (of age, education, etc.) as those met by the Agency sample.

The questionnaire itself was divided into several parts. The first 31 items dealt primarily with background and training information. Item 32 was designed to elicit general feelings about one's job as a whole. The next 14 items (hereafter called indicator items) were designed to tap general attitudes toward 14 important dimensions of job satisfaction (e.g., salary, promotion opportunities, etc.). The next 74 items were designed to measure more specific aspects of job satisfaction within the 14 general dimensions. The following section of the questionnaire required the respondents to rank order the 14 general dimensions of job satisfaction according to their order of importance in an "ideal job." The final section invited narrative comments about additional aspects of job satisfaction and dissatisfaction and suggestions of possible changes which would provide younger employees with a greater responsibility, voice, and involvement in the work of their agency.

This paper does not attempt to systematically discuss in absolute terms the favorableness or unfavorableness of the attitudes of CIA employees; that was done in an earlier paper (see AES Report dated November, 1968: "Job-Related Attitudes of New CIA Employees: A Study Done in Conjunction with the President's Program for Talented Youth in the Federal Service"). Rather, this paper makes comparisons between the attitudes of young CIA professionals and those of young professionals elsewhere in government and between the attitudes of Agency CTs and non-CTs. Only the analysis of the narratives produced in response to the

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open-ended questions can be considered to give a more or less absolute reading of the attitudes of young CIA professionals; however, as will be mentioned later, narratives typically provide information of a very special nature and should not be considered independently of the responses to the multiple-choice attitude items discussed in the previous paper.

COMPARISON OF ATTITUDES: CIA VERSUS
GOVERNMENT AS A WHOLE

The most striking finding in this area was the similarity between the patterns of attitudes expressed by new CIA employees and those expressed by new employees elsewhere in government. On approximately four-fifths of the questionnaire's items, no real differences existed. Although there were several noteworthy exceptions, the overall generalization may be made that new CIA employees view their jobs in much the same light as do other new government employees.

Table 1 summarizes those areas where differences did emerge. For eight of the 14 dimensions of job satisfaction tapped by the questionnaire, there were no differences on any of the items. These dimensions were personal work accomplishments, feelings toward co-workers, the interestingness and meaningfulness of the work itself, supervisor's ability to understand the nature of the work, treatment by supervisor, impression of job on family and friends, salary, and recognition received for work. For all items grouped under these eight dimensions, the percentage of CIA employees expressing satisfaction (and dissatisfaction) did not differ significantly from the corresponding percentages of

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TABLE 1

COMPARISONS OF ATTITUDES OF CIA AND OTHER GOVERNMENT EMPLOYEES ON THE
FOURTEEN DIMENSIONS OF JOB SATISFACTION AND TOWARD THEIR JOBS AS A WHOLE

No Differences between Attitudes of CIA and Other Government Employees	CIA Employees Expressed More Favorable Attitudes than Other Government Employees	Other Government Employees Expressed More Favorable Attitudes than CIA Employees
Personal Work Accomplishments Co-Workers (feelings toward) Work Itself -- Interestingness and Meaningfulness Supervisor's Ability to Understand Nature of Work Treatment by Supervisor Impression of Job on Family and Friends Salary Recognition Received for Work Job as a Whole	Training (quality and relevance) Physical Surroundings/Working Conditions Importance of Organization's Goals Way Organization Is Run Rules and Regulations of Agency	Chance for Promotion

Note.--On those dimensions where differences emerged between CIA and other Government employees, not all items within dimensions were differentially answered by CIA and other Government employees.

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the government-wide sample. In addition, there was no difference between the CIA and government-wide samples on the rather broad item "How (satisfied) do you feel about your job as a whole?"

For some questionnaire items on five of the 14 dimensions, significantly more CIA employees expressed favorable attitudes than government employees in general.¹ (This does not mean that for all items on these five dimensions CIA professionals responded more favorably; on some items there were no significant differences.)

Training

The largest and most clear-cut differences were found in the area of training. Sixty-two percent of the CIA sample expressed clear satisfaction with the quality of their training instructors as compared with only 38% government-wide. Fifty percent of the CIA sample agreed with the item "My agency has a well-planned training program for people in my position"; the corresponding figure for other government employees was 24%. Comparable differences emerged for items dealing with the adequacy of training for one's present job (71 vs. 53% satisfaction) and overall feelings about classroom and on-the-job training (61 vs. 41% satisfaction). This same general trend emerged in the ostensibly more "objective" biographical and training information items in Part I of the questionnaire. Seventy-four percent of CIA's sample strongly indicated that their formal orientation provided a clear understanding of their agency's role in the Federal system, in comparison with only 36% of the government-wide sample. Similarly, over twice the proportion of CIA employees in comparison with other government employees indicated that their formal orientation provided a clear understanding of their

¹Favorable responses to specific items were defined as those responses which indicated satisfaction toward existing policies, programs, working conditions, etc.

agency's internal operations (52 vs. 24%). Perhaps some of these differences can be explained simply by the amount of training to which our employees have been exposed; whereas half the government sample reported no full-time formal training, only 15% of CIA's sample received no training. Conversely, 11% of the government sample reported more than six weeks of full-time formal training in comparison with 50% of CIA's sample. It is likely, however, that more than just the quantity of training received is responsible for the more favorable attitudes of CIA employees. As outlined above, significantly larger proportions of CIA employees than employees in other government agencies responded favorably to the quality as well as the quantity of their training.

Importance of Organization's Goals

For two of the three items placed in this category, a significantly larger proportion of CIA employees responded with favorable attitudes. Ninety-three percent of CIA's sample expressed satisfaction with the importance of their agency's goals compared with 75% of the government-wide sample. Similarly, there was greater agreement with the item "My agency has progressive programs" in CIA (58 to 42%).

Way Organization Is Run

For four of the 10 items placed in this category, CIA employees responded more favorably than did employees in the government-wide sample (the other six items did not differentiate between groups). A larger proportion of CIA employees expressed satisfaction with the way their agency is run (53 to 29%), agreed that their agency is run by people who have good judgment (77 to 50%), agreed that they can make their ideas known to management (73 to 58%), and did not feel that their agency is unwilling to act on their ideas which have merit

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(53 to 37%). Clearly, a larger proportion of new CIA professionals perceive their agency as having competent management.

Rules and Regulations

For both items in this category, CIA professionals expressed greater satisfaction than was found in the government-wide sample. Seventy-four percent of CIA's employees voiced satisfaction with the rules and regulations of their agency compared with 57% in the government-wide sample. Similarly, a larger percentage of CIA employees disagreed with the statement "My agency's rules and regulations are unnecessarily strict and rigid" (86 to 68%).

Physical Surroundings/Working Conditions

Of the nine items designed to measure attitudes toward physical surroundings and working conditions, three produced significant differences between our sample and the government-wide sample. All three significant items were more positively responded to by CIA professionals. Over three-quarters of our employees agreed that they had access to inexpensive or free parking near work; only 46% of the government-wide sample had access to such parking. By a margin of 62 to 45%, our employees expressed greater overall satisfaction with their physical surroundings and working conditions. Finally, a larger proportion of the people from other agencies agreed that their office areas are depressing (41 to 25%). Overall, a larger proportion of our employees appear to be satisfied with the physical surroundings and working conditions provided them than do employees in the government generally.

Opportunity for Advancement

Of the 14 dimensions which this questionnaire was designed to measure, only the dimension "opportunity for advancement" yielded clear-cut results

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indicating greater satisfaction on the part of professionals in other government agencies. Two of the five items in this category significantly differentiated between CIA and other government agencies. Whereas only 25% of the government-wide sample agreed with the item "My rate of advancement will be slower than I was led to believe," 43% of the CIA sample agreed with this statement. Similarly, a larger percentage of CIA employees agreed that they would probably advance more quickly in private industry than in the Federal Government (56 to 41%). It may be that these two discrepancies reflect higher aspirations on the part of our young employees in comparison with those of other agencies. However, in view of the finding that nearly 20% more CIA employees indicated that their rate of promotion will be slower than they were led to believe, it's reasonable to suspect a failure in communication with our applicants in regard to the actual promotional policies of CIA.

Long-range Career Plans

In general, the comparisons between the attitudes of CIA professionals and comparable professionals elsewhere in government cast a favorable light on CIA policies and people. With the single exception of opportunities for promotion, the attitudes of new CIA professionals were at least as favorable, and in several instances more favorable, than attitudes of other new government professionals. Thus, it comes as no surprise that there is a difference in the percentage of young professionals who plan to stay with the CIA and the percentage from other government agencies who plan to stay with their agencies. The magnitude of this difference, however, is surprising. Forty-seven percent of CIA employees indicated that their long-range career plans were to stay with their agency; only

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13% of other government employees plan to stay with their agencies. On the other hand, a smaller proportion of CIA employees plan to stay in government service if they do leave their agency (8 vs. 25%).

It is likely, of course, that the unique types of training and experiences provided by CIA are not as readily transferable outside the Agency -- in government or elsewhere -- as the training and experience afforded by other government agencies. This could explain why a larger percentage of CIA employees than government employees in general plan to stay with their agency; they perhaps feel that their options have been reduced. On the other hand, the finding that larger proportions of CIA people than government people in general expressed positive attitudes on a number of dimensions -- training, importance of their organization's goals, the way their organization is run, the rules and regulations of their agency and their physical surroundings and working conditions -- strongly suggests that a positive influence is operating as well. In short, while some may plan to stay primarily because they feel that the options available to them have been reduced, others probably plan to remain for more positive reasons.

What Is Important in the Ideal Job

It will be recalled that the CSC questionnaires asked employees to rank the 14 dimensions of job satisfaction in their order of importance in the ideal job. Table 2 presents a comparison of the ranks obtained from the CIA sample and those obtained from the government-wide sample. The degree of similarity between these two lists of ranks is impressive; CIA employees apparently possess values, insofar as their work is concerned, which are very similar to those of government employees in general (the rank order correlation between the two lists is .95; a correlation

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TABLE 2

RANKINGS OF THE FOURTEEN DIMENSIONS OF JOB SATISFACTION
IN THEIR ORDER OF IMPORTANCE IN THE "IDEAL JOB"

Dimension	Rankings for CIA Sample*	Rankings for Government Sample*
Work Itself	1	1
Personal Work Accomplishments	2	2
Chance for Promotion	3	3
Salary	4	4
Importance of Organization's Goals	5	6
Co-Workers (feelings toward)	6	5
Training (quality and relevance)	7	10
Treatment by Supervisor	8	7
Supervisor's Understanding of My Work	9	9
Way Organization Is Run	10	11
Recognition Received for Work	11	8
Physical Surroundings/Working Conditions	12	12
Organization's Rules and Regulations	13	13
Impression of Job on Family and Friends	14	14

*Rank of 1 is most important; rank of 14 is least important.

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of 1.00 would indicate a perfect relationship).

For only two of the 14 dimensions was there anything approaching substantial disagreement -- training and recognition received. CIA employees placed a slightly higher priority on receiving relevant classroom and on-the-job training (ranked seventh in importance by CIA, tenth by the government-wide sample). On the other hand, CIA employees placed a slightly lower priority on receiving recognition for their work (ranked eleventh in importance by CIA, eighth by the government-wide sample). For the remaining 12 dimensions, the rankings produced by the CIA and government-wide samples were virtually identical, suggesting that our employees are seeking the same general types of satisfactions in their work as are other government employees.

COMPARISON OF JOB-RELATED ATTITUDES OF AGENCY CAREER TRAINEES AND NON-CAREER TRAINEES

In this section comparisons of job-related attitudes and satisfactions of CTs and non-CTs are presented. The focus will be primarily on those job dimensions and survey items on which responses of the two Agency groups differed to a statistically reliable degree. The groups were constituted from the Agency sample described in an earlier section of this report.

The CT sample consisted of 101 present or former (now assigned) trainees -- 91 males and 10 females. The non-CT sample numbered 199 Agency professionals -- 136 males and 63 females. The majority of these non-CTs worked in the Directorate for Intelligence (N=114); 36 were in the Clandestine Services, 31 in the Directorate for Science and Technology, and 16 in the Support Services.

On the average, CTs were older than non-CTs -- median age of 28 vs. 24 --

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and were slightly better educated. Whereas 47% of the CTs reported having at least a master's degree, only 22% of the non-CT group claimed advanced degrees. On a number of background items dealing with training history and experiences, the obvious and expected response differences for these two Agency groups emerged; they will not be discussed here. Perhaps the single most revealing background difference between the CTs and the non-CTs occurred in response to a question inquiring about long-range career plans. CTs were twice as likely as non-CTs (71 vs. 35%) to indicate they intended to stay with the CIA.

On 40 of the 89 survey items dealing specifically with expressed job attitudes and satisfactions, the CT and non-CT groups responded in a significantly different manner. The great majority of these differences, in fact about 80% of them, involved CTs giving more favorable or positive responses than non-CTs. The discussion of these response differentials in the following paragraphs is organized around the several rational clusters of survey items described in the earlier AES report, "Job-Related Attitudes of New CIA Employees."

I. Personal Work Accomplishments

In the area of personal work accomplishments, which would include such things as whether or not the respondent felt he had successfully accomplished his work assignments and the degree to which he felt that he was making a real contribution, CTs and non-CTs responded in essentially the same manner. About three-quarters of both groups expressed clear satisfaction and 10% clear dissatisfaction with their accomplishments and contribution.

II. Classroom and On-the-Job Training

Overall, the two Agency groups expressed about the same degree of satisfaction with the "quality and relevance of the classroom and on-the-job training they received for their present positions." This is more than a little surprising when viewed in light of the very considerable differences in the scope and emphasis on training received by CTs and non-CTs. However, less surprising, but perhaps more to the point, CTs were far more likely than non-CTs to agree that the "Agency has a well planned training program." And in a similar vein, CTs were more likely to acknowledge being asked to participate in the planning of their career development. Finally, CTs to a greater degree than non-CTs asserted having experienced a definite growth in skills since entering on duty.

III. Feelings toward Co-Workers

With the exception of CTs claiming slightly greater communality of interest and attitudes with "fellow workers" than that claimed by non-CTs, both Agency groups expressed equally high positive regard for their co-workers.

IV. The Work Itself: Interestingness and Meaningfulness

This dimension of job satisfaction perhaps more than any other occasioned frequent and striking differences between CTs and non-CTs. Nine of the 13 survey items loading on this dimension were responded to significantly differently by the two groups and in every instance the CTs gave, on the average, the more favorable responses. Thus, for example, CTs were more likely than non-CTs to assert that their job required them to be creative, their work did not bore them, they got challenging, important assignments, and they were not discouraged in their present job. On this last point it might be noted that fully one-third

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of the non-CTs expressed some degree of discouragement in their present job while the corresponding percentage for CTs was 13. Note that for the CTs still in training, questions about jobs, assignments, etc., would have a different meaning than they would for non-CTs and CTs assigned to operating components.

V. My Supervisor's Ability to Understand the Nature of My Work

CTs seem to feel very slightly more positive than non-CTs about their supervisor's ability to understand the nature of their work. Of course, for a good number of the individuals in the CT sample "the supervisor" was probably either a Program or Training Officer and not a line supervisor. Hence, the significance of this result is ambiguous.

VI. The Way My Supervisor Treats Me

For all intents and purposes, CTs and non-CTs expressed equally high regard for the way that their "supervisor" treated them. Again, we hasten to caution that the ambiguous referent for the term "supervisor" for the CT sample makes this finding of questionable significance.

VII. Impression My Job Makes on Family and Friends

Non-CTs consistently expressed more positive attitudes than CTs toward the public image of their particular jobs or occupations and of Federal service in general. One suspects that the nominal cover status assigned to CTs at EOD is responsible, at least in part, for this group difference in responding. However, this does not clarify the fact that CTs more than non-CTs felt that the public looks down on government employees.

VIII. Physical Surroundings and Working Conditions

Basically, CTs and non-CTs expressed similar views and opinions on the set of items dealing with physical surroundings and working conditions.

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IX. Opportunity for Advancement

CTs claimed far more satisfaction with their opportunities for advancement in the Agency than did non-CTs. Seventy-five percent of the CTs but only one-half of the non-CTs expressed clear satisfaction with their chances for promotion. Somewhat curiously, CTs more than non-CTs asserted that they would probably advance more quickly in private industry than in government. Thus, while CTs saw better promotion possibilities than the non-CTs in the private sector, they expressed more satisfaction than the non-CTs with existing possibilities.

X. Salary

Both Agency groups expressed about the same degree of satisfaction/dissatisfaction with their salaries. Thus, slightly less than one-half of the CTs and non-CTs were clearly satisfied and somewhat less than one-third clearly dissatisfied with their present salaries. However, as was the case with perceived chances for promotion, CTs, more than non-CTs, acknowledged that they would be better off salary-wise outside of the Federal Government.

XI. Recognition for Work

To a small but statistically reliable degree, CTs more than non-CTs felt that their work (in the case of some CTs, training performance) had been appropriately and adequately evaluated and recognized.

XII. Importance of Agency's Goals

Whereas both CTs and non-CTs were nearly unanimous (95%) in expressing satisfaction with and favorable attitudes toward Agency goals, the CT group was even more extreme than the non-CTs in its expression of positive regard.

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XIII. The Way the Agency Is Run

Of the ten items falling on this dimension, four were responded to in a significantly different manner by CTs and non-CTs. All of these significant differences showed the CTs expressing the more favorable attitudes toward the way the Agency is run, particularly in matters involving communications with management. Thus, for example, CTs more than non-CTs felt that management made an effort to solicit their ideas (55 vs. 30%) and that there was not a communication gap between management and employees (58 vs. 41%). CTs and non-CTs felt pretty much the same concerning Agency personnel programs and efforts. Roughly 50% of the two Agency groups expressed positive attitudes and 20% clearly negative ones, the remaining 30% being undecided.

XIV. Agency's Rules and Regulations

No significant differences were found between the responses of CTs and non-CTs on this job dimension. Unfavorable attitudes toward Agency rules and regulations were expressed by about only 5% of the groups.

Miscellaneous

Two of the three items in this unnamed category were responded to differently by CTs and non-CTs. On an item inquiring about "overall job satisfaction," 75% of the CTs expressed clear satisfaction, 7% clear dissatisfaction. For non-CTs, the corresponding figures were 58% satisfied, 22% dissatisfied. Finally, CTs were slightly more likely than non-CTs (56 vs. 44%) to agree with the statement that their job was as good as they thought it would be when first hired.

In summary, then, comparisons between the job attitudes and satisfaction

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of Agency CTs and non-CTs revealed that the CT group tended to express the more favorable or positive sentiments.

ANALYSIS OF OPEN-ENDED QUESTIONS

Two open-ended or free-response questions were included in the attitude survey. The first asked employees to discuss reasons for job satisfaction and dissatisfaction not covered elsewhere in the questionnaire. The second question asked for suggested changes "so that younger employees could have a greater responsibility, voice, and involvement in the work of their agency."

In considering responses made to open-ended questions, it should be remembered that such responses typically convey a more negative picture than that conveyed by data from only objective, multiple-choice attitude questions. This is because persons with strong negative attitudes are more likely to express their sentiments on open-ended questions than are persons with more neutral or positive attitudes. Therefore, to insure a balanced view, the results from the open-ended questions in the attitude survey should be considered together with the results from the multiple-choice questionnaire items presented in the earlier paper.

Seventy-four percent of the 300 CIA employees responded to one or both of these questions, producing a total of 547 comments. The overwhelming majority of these comments was negative (83% of the total comments). The remaining comments were classified as either positive (15% of the total comments)

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or neutral (2% of the total comments).¹ For purposes of analysis, the remarks of the total Agency sample were divided into those made by Career Trainees (N-101) and non-CTs (N-199). Since Agency CTs and non-CTs could be expected to be exposed to quite different experiences during their first year in the Agency, it was felt that their responses to these questions should be treated separately.

Career Trainees

Table 3 presents a classification of the comments made by the 101 CTs to the open-ended questions. Sixty-four percent of the CTs responded to one or both questions. (Since individuals frequently made suggestions for changes in their answers to the first question, as well as the second, responses to both questions were classified together.) As might be expected for this group, the largest number of comments concerned training. These comments were quite varied, ranging from criticisms that training is too long to a suggestion that younger men should be put in charge of training CTs. One person stated that there is too much emphasis on the past which serves to stifle initiative and inquiry since "we are obliged to adhere to tried and true past methods." Two persons argued for more on-the-job and less classroom training. In general, there were no

STAT was responsible for deriving the classification scheme and classifying the narrative comments.

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TABLE 3

CLASSIFICATION OF COMMENTS MADE BY 101 CTs TO THE
OPEN-ENDED QUESTIONS

Category	Number of Negative Comments	Number of Neutral Comments	Number of Positive Comments
Training	16	1	3
Work Itself	4	1	11
Management of Young Employees	13	1	0
Way Agency Is Run	6	0	8
Opportunity for Advancement	11	0	2
Personnel and Placement	10	0	1
Reactions to Older Employees	9	0	0
Treatment by Supervisors	3	0	5
Career Planning	7	0	0
Communication	4	0	1
Initial Interviews	4	0	1
Salary	3	0	1
Transfers and Rotations	2	2	0
Feelings toward Co-Workers	1	0	2
Supervisor's Understanding of Work	2	0	0
Importance of Organization's Goals	1	0	1
Physical Surroundings/Working Conditions	1	0	1
Personal Work Accomplishments	1	0	0
TOTALS	98	5	37
PERCENTAGES of Total Comments	70	4	26

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really unique suggestions for changing training.

The work itself drew the second largest number of comments from CTs. In general, comments were positive (11 of 16) and suggested satisfaction with present duties. To quote one CT, "(I am) confident I will continue to enjoy my work." One person, however, likened himself to a "rubber stamp" and said that he made "pre-determined decisions;" another stated that his work was not consistently interesting or exciting. One person remarked "We are told we are the cream of the crop . . . yet jobs we are started on require much less than we can offer. If we state this, we are snobs; if we don't we are bored . . ."

The Agency's management of young employees drew a sizeable number of comments, nearly all of which contained some dissatisfaction. Although one person asserted that "Too much emphasis is given to sounding out new employees," nearly all the comments falling into this category implied the opposite. Several people asserted that younger employees should be provided earlier with greater responsibilities that challenge their aptitudes and competencies. One individual noted that he had been entrusted with much more responsibility in the Marines, another that young professionals deserve more responsible duties than secretarial work or the reading of files. Overall, the majority of comments in this area focused on the need for providing CTs with assignments involving some responsibility -- as one Career Trainee phrased it, "After training the CT should be given a specific, responsible job and be made to sink or swim."

Several persons' comments were directed toward the general area of how the Agency is run. This group of comments was mixed, containing about as many favorable as unfavorable remarks. The comments ranged from obvious satisfaction

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(e.g., "finest Agency in government") to equally obvious dissatisfaction (e.g., "too often good ideas not acted upon because of inbred conservatism"). While one CT described the Agency as "both flexible and pragmatic," another felt "perplexed by the hierarchy of cob-webbed levels of management and their resulting personal conflicts and personality differences." In general, the favorable comments focused on the overall effectiveness of the Agency while the unfavorable comments criticized either the conservatism of the Agency or the dissension among managers.

The topic "opportunity for advancement" drew several comments, nearly all of which were negative (only two of 13 comments were positive). The thread running through nearly all comments criticized the Agency's promotion system for placing too much emphasis on age and time in grade, neglecting competence and merit.

The area of personnel and placement practices drew 11 comments, 10 of which were negative. Several persons complained about the procedure whereby assignments are granted. One person asserted that "No one seems to have answers or know how to get them concerning my future." Suggestions for improvement included "Assure that advisors have full information concerning job opportunities and training plans," "Don't have so many overqualified people," and "Be more truthful in keeping employees informed concerning personnel changes, slots, and opportunities." One individual stated there was a need for "an effective and strong department which will listen to complaints and attempt to do something about them . . . this department must be responsible to the highest authority and not personnel people."

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Reactions to older employees drew nine comments, all of which were negative. The theme running through virtually all of these comments was a need for more "oldtimers" to retire. As one CT phrased it, there is a need to "get rid of unimaginative senior employees who occupy positions by seniority alone." Many of these negative comments may have been motivated by the desire to open up headroom for younger professionals, although this reasoning was not made explicit by any of the people who made comments on this topic.

All of the remaining categories of comments made by CTs drew relatively few comments -- on none did more than 8% of the CTs make comments. For this reason, each of the remaining 11 categories (see Table 3) will not be discussed separately; only the highlights will be mentioned. For instance, seven individuals commented about the lack of any systematic career planning. Four persons asserted that their jobs, as described in their initial interviews, differed significantly from what their actual jobs turned out to be. In a comment directed toward the organization's goals, one CT remarked that "New workers are so far down the organization's plumbing that (the new worker) doesn't know or care about the Agency's work as a whole." And finally, while it will be recalled that the majority of young CIA professionals surveyed was reasonably satisfied with its physical surroundings and working conditions, one CT commented that for him, working conditions were "almost intolerable" -- he described his office as "drab," "noisy," and affording "no privacy."

Non-Career Trainees

Table 4 presents a classification of the comments made by the 199 non-CTs to the open-ended questions of the questionnaire. Seventy-eight percent of the

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TABLE 4

CLASSIFICATION OF COMMENTS MADE BY 199 NON-CTs TO THE
OPEN-ENDED QUESTIONS

Category	Number of Negative Comments	Number of Neutral Comments	Number of Positive Comments
Work Itself	46	1	15
Opportunity for Advancement	42	0	1
Management of Young Employees	29	0	3
Training	28	2	2
Treatment by Supervisor	17	0	8
Personnel and Placement	23	0	0
Communication	20	0	0
Way Agency Is Run	13	0	6
Initial Interviews	18	0	0
Transfers and Rotations	17	0	0
Career Planning	13	0	1
Reaction to Older Employees	13	0	0
Waste, Duplication, Insufficient Work	12	0	0
Salary	10	0	2
Physical Surroundings and Working Conditions	10	0	2
Two-Year Work Agreement	11	0	0
Planning to Leave Agency	11	0	0
Feelings toward Co-Workers	5	0	5
Importance of Organization's Goals	1	2	3
Cost-of-Living, Living Conditions	5	0	0
Supervisor's Understanding of Work	5	0	0
Personal Work Accomplishments	5	0	0
TOTALS	354	5	48
PERCENTAGES	87	1	12

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non-CTs responded to one or both questions. A comparison of Tables 3 and 4 reveals that a larger proportion of the total number of comments made by non-CTs were negative (87% negative for non-CTs, 70% negative for CTs). Comparisons of the most frequently used categories of comments by CTs and non-CTs reveal considerable similarity as to the topics of the most frequently voiced comments of the two groups. With one exception, the six categories which contained the largest number of comments of the CTs also were in the list of the six most frequently used categories for the non-CTs. Furthermore, many of the same points and arguments found in the comments of the CTs were also present in the comments of the non-CTs.

The work itself drew more comments from non-CTs than any other topic. In contrast to the findings for the CT group, the majority of these comments were negative (74% of the total comments made). Many people complained about dull and tedious work which lacks challenge and is uncreative. In the words of one young professional, "some of the jobs are not only boring and tedious but an insult to the intellect of any college graduate desirous of making a meaningful contribution." Another phrased the same thought more colloquially: "My job is a long, continuous bore . . . a junior high school graduate could do my job and a high school graduate could do all the supervisor's present functions . . . wasted a year of my life . . . acrimony is the only feeling I have; to hell with it . . ." With the exception of a few people who voiced obvious satisfaction with their work, the majority of people making comments in this area felt that the work was either too easy, too boring, too repetitive, or too unchallenging. As for measures to improve the "meaningfulness" of the work assigned to young

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professionals, one person suggested that the Agency "give clerical duties to clerical help; don't have college graduates spending their lives filing cards so someone else can write a summary." Other suggestions that were made followed much the same line.

Forty-three comments made by non-CTs were directed toward the topic of opportunity for advancement; 42 of the comments were negative. The general consensus of these comments was that promotions are too slow in coming and are based too heavily on seniority, with little concern given to actual performance. A number of persons commented unfavorably about politics in promotions, suggesting that in many cases promotions are based more upon the people one knows than upon actual performance. Several suggestions were made to improve the present promotional system, but typically these were not specific -- for example, "eliminate advancement based on seniority and whom you know." One person suggested instituting "employee competition" for promotions (without explaining this system in greater detail). Another argued that the Agency should provide "greater awareness of potential and chances for advancement." Despite their inability to provide specific recommendations for change, it is clear that a sizeable number of our young professionals are quite dissatisfied with the present promotional mechanism in CIA (the only area, it will be recalled, where attitudes of young CIA employees are more negative than those of young employees in the government generally).

The category "management of young employees" contained the third largest number of comments by non-CTs. The overwhelming majority of these comments were negative (29 of 32). The major thrust of most of these comments was that young professionals should be given more responsibility, and their ideas more of

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a hearing by senior Agency managers. Several persons suggested that younger employees should be allowed and even encouraged to contribute ideas; one person suggested the formation of a "committee of young professionals" to "meet some of the supergrade hierarchy and express our viewpoint." In general, the comments falling in this category expressed or implied a lack of responsiveness on the part of Agency management to the ideas and talents of the younger professionals.

The topic of training drew 32 comments, 28 of which were negative. No general theme pervaded these comments; some complained that they received too much training, others not enough; some felt that their training could have been improved by broadening its scope to include orientation to components other than just the one to which they were assigned.

Treatment by one's supervisor drew the fifth largest number of comments from non-CTs. Of the 25 persons who made comments in this area, 17 were clearly critical of some aspect of their supervision. These criticisms ran the gamut from complaints about too close supervision to complaints about supervisors' lack of interest in their supervisees and their work. To quote one individual, "encouragement, praise, and criticism are rarely given to an employee until a critical time such as promotions, fitness reports, etc." To quote another "supervisors should treat young professionals as though the best interests of the individual and the Agency are the same."

The personnel and placement policies of the Agency drew 23 negative comments and no positive ones. The intensity of feeling of a small number of comments falling in this area was unsurpassed in any of the other categories of responses to the open-ended questions. For example, one non-CT stated "when I was able to prove to personnel that I had been lied to . . . a sheet of remarks (was

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placed) in my personnel folder implying that I was a trouble-maker." From another young professional: ". . . personnel staff highly incompetent; not only fails to relieve tense job situations, but instead creates them." Most of the comments falling in this category were more gentle than those of the two persons just cited, although there was virtually unanimity among the 23 people who offered comments in this area that the personnel and placement functions of the Agency should be improved. As to the specifics of how improvements could be made, there was little agreement; suggestions ranged from the quite vague "Personnel Office should play it straight" to the more specific recommendation of a "definite central organization handling promotions and job assignments; don't leave this to individual components."

The area of communication drew comments from 20 persons -- all of the comments were critical. The general theme of most of these remarks was a feeling on the part of young professionals of being cut off from the communication channels of the Agency. In the words of one individual, "I have a sense of being isolated in one job, in one office, with not enough contact with others." To quote another, "it would be helpful to know when decisions are reached; otherwise there will be divergent opinions on matters already decided . . . (at present, the young professional) depends on hearsay and rumors." Suggestions for improving the communication process focused on increasing the amount of contact between management and young employees through various means -- "bull sessions," informal meetings, and formal discussions. In general, these suggestions did not call for management to listen more to what the young employee is saying -- that type of comment was classified elsewhere. Rather, these suggestions pointed up a desire of young employees to be given the opportunity to listen and learn what management is thinking -- its problems, the logic behind its decisions, etc.

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Since less than 10% of the non-CTs made comments which fell into each of the remaining categories (see Table 4), these categories will not be discussed individually; only highlights will be noted. Comments about the way the Agency is run covered a broad range -- from "Agency is not as bureaucratically rigid as other agencies" to "Agency is the cheapest organization in government -- (there is a) great deal of pettiness and empire building." All comments about initial employment interviews were critical and ranged from the relatively mild "Agency should be more specific in explaining new job opportunities to new employees," to the considerably less mild "I was told lies before coming on board." The 17 people who commented about transfers and rotations all complained about the difficulty (or impossibility) of effecting transfers within the Agency. All but one of the 14 comments about career planning criticized the Agency for a lack of any definite career planning. The 13 people who chose to discuss older employees produced no complimentary remarks -- their comments about "oldtimers" and "deadwood" were quite similar to those produced by the CTs. Twelve persons complained of waste, duplication, or insufficient work; e.g., "my office is overstaffed and underworked . . . (it contains) several meaningless positions," or "it is my observation that the Federal Government is not concerned with cost, either in man hours or material expenditures." Eleven non-CTs expressed resentment about the requirement that they remain on their present jobs for two years. To quote one individual, the "Agency would get more out of new employees if it did not insist on using them for two years in jobs nobody else wants. Two years of suffering with no assurance of a suitable career." Eleven persons outlined clearly their plans to leave the Agency, with considerable bitterness apparent in several

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of their comments. To quote one person, "will leave Agency in a month to prepare for a real career in private industry. Thanks to my exposure to federal bureaucracy, will never return to federal service." The few comments about co-workers were evenly divided into positive and negative remarks.

The overall impression gained from analysis of the open-ended questions is a good deal more pessimistic than that conveyed by the objective attitude items. As pointed out above, this type of result is not unusual; typically, those people who choose to contribute to open-ended questions have much stronger feelings (which are frequently negative) concerning their work or certain aspects of it than people who make no comments. Therefore, if over-emphasis is given to these open-ended questions, it is possible to draw too strong conclusions concerning the extent of discontent in the Agency. Nevertheless, the fact that sizeable minorities were concerned enough about various aspects of their employment to make the acerbic comments that were made should not be dismissed as inevitable with questionnaires of this type.

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CONCLUDING REMARK

The results of this attitude study are interesting and informative in their own right---they provide a relatively concentrated glimpse of the feelings and perceptions of a sizable group of young, relatively inexperienced Agency professionals. In comparison with the rest of government, our young professional employees appear to be reasonably satisfied---yet they feel that there is plenty of room for improvement as documented by many of the narrative comments and the differing levels of satisfaction expressed between CTs and non-CTs.

To gain a really comprehensive picture of the attitudes and level of satisfaction with CIA, additional surveys of this type are needed. The present study examined the attitudes and feelings of employees who had been with the organization no longer than 17 months; what are the attitudes and feelings of employees who have been aboard for 5, 10, 20 and 30 years? Surely the attitudes of these employees would be based on more experience and less hearsay than those of a group whose average experience is less than a year. How do the attitudes of the group of relatively new employees which formed the basis of this study change over the years? Do their attitudes become more positive, as many of the disquieting rumors which abounded in their initial months are dispelled, or do they become more negative as they learn what their organization is "really like?" Answers provided by a series of systematic attitude surveys of this type could go far toward providing a comprehensive, accurate picture of the organizational climate of the Agency. Such an overall picture can help provide a sound basis for decisions by management for improving the general effectiveness of the Agency and enhancing the careers of those who work here.

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